

WAR FOOD ADMINISTRATION

Extension Service
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U.S. DEPARTMENT OF AGRICULTURE

PROCEDURES FOR MOVEMENT OF INTERSTATE WORKERS
AT GOVERNMENT EXPENSE*

I. Certification of Need

The need for interstate domestic workers shall be certified to the Federal Extension office on EFL Form 10 revised (two copies) after it has been determined that adequate labor cannot be obtained from local and intrastate sources. The original and one copy of each certification will be sent to Meredith C. Wilson, Deputy Director of Extension, War Food Administration, Washington 25, D. C. If conditions of employment are known at the time of certification of need, a statement of conditions (EFL Form 21) should accompany the certification.

II. Determination of State of Recruitment

Upon receipt of certification of need by the Federal Extension Service, potential States of recruitment will be consulted relative to filling specific certifications. Upon concurrence of the potential State of recruitment, the State of need will be advised in order that division of responsibility can be agreed upon and detailed arrangements for recruitment and movement of workers developed.

III. Development of Understanding Regarding Responsibility

As soon as the State of need has been advised of the State of recruitment by the Federal Extension office a division of responsibility shall be agreed upon by the States concerned and recorded on Form EFL 20. Three copies of this form shall be submitted by the State of need to the Federal Extension office for approval. One approved copy will be returned to the State of need and one copy forwarded to State of recruitment. Upon receipt of an approved copy of EFL Form 20 the States concerned are authorized to proceed with movement of workers requested in the certification.

IV. Conditions of Employment

As soon as possible after determination of need, the statement of conditions of employment EFL Form 21 should be prepared and copies furnished the State of recruitment and the Federal Extension Service. If conditions permit, this statement should be attached to the certification of need. The information should be made available to all potential workers and employers in order to prevent misunderstandings and promote good working relationships.

V. Recruitment

Interstate domestic workers may be recruited either by the State of recruitment or the State of need as mutually agreed upon. The procedure for

*R. E. Waters of Mississippi, Bruce Poundstone of Kentucky, H. W. Herbison of North Dakota, and Smith McIntire of Maine helped to develop these procedures during a meeting for this purpose, March 6-8, 1945.

recruitment of interstate workers should follow closely those established for the recruitment of intrastate labor. If the State of need carries out the responsibility of recruitment the procedure should be fully outlined for use by recruitment officers well in advance of recruitment. Before recruitment begins, a definite understanding should be reached regarding the qualifications of agricultural workers to be recruited, such as age, sex, minimum weight, et cetera. Consideration may also need to be given to ways and means of avoiding the recruitment of nonagricultural workers engaged in essential local industries such as mines, sawmills, et cetera. Clearance of recruitment plans with county agents and county farm labor advisory committees in counties of recruitment will be the responsibility of the State of recruitment. The clearance of workers with local Selective Service Boards will be the responsibility of the county agent in the county of recruitment. The county agent of the county in which the workers reside must execute Form EFL 9, "Statement and Consent of County Agent as to Agricultural Workers Available for Transportation Outside of County, to Comply With Provisions of Section 4a of the Farm Labor Supply Act." One copy should be retained for county files and one sent to the State farm labor supervisor of the State of recruitment. As workers are interviewed they should be given a written statement of conditions of employment as outlined in EFL Form 21 and such information as is available relative to proposed point of entrainment, date and time of departure, and arrangements for transportation to railhead, et cetera. Also, requirements for physical examination and arrangements for giving such examinations should be explained to each worker. As workers are recruited, an accurate list should be kept of each worker by name, address, and county. These lists will be particularly valuable at point of entrainment in listing those workers who are being transported.

VI. Physical Examination

Physical examinations will be required of all workers as mutually agreed upon by the States concerned. The State of need will consult with its State health officials as to minimum requirements that must be met for entrance into the State and also indicate the physical requirements of the job. The conditions to be checked should be set up by State of need on a form which can be made available to the doctor giving the examination either by the individual worker or by the recruitment officer. The attached medical examination form suggested for VEV workers provides a practical means of recording the findings of the examining physician and can be readily adapted for use for adult workers. Arrangements for giving physical examinations should be made prior to recruitment of workers so that each worker can be adequately informed at time of interview.

VII. Identification of Workers

Past experience has shown that an effective method of identifying workers is necessary for satisfactory movement of workers and efficient placement in the work area. This can be done in several different ways. Some States have developed identification cards which have proved satisfactory. A suggested set of three cards is shown on EFL Form 22. These cards can be adapted to meet the requirements of the States concerned.

VIII. Work Agreements

Each worker (exceptions may be made in the case of WLA and VFV) after passing physical examination will execute a work agreement prior to or at time of entrainment (EFL Form 23). This agreement between the worker and the State extension service of State of need shall be signed in triplicate, one copy for the worker, one copy for the extension service in State of recruitment, and one copy for State farm labor office in State of need.

IX. Transportation

A. To and From Railhead in State of Recruitment: The responsibility for transportation of workers to and from railhead in State of recruitment may be assumed by either State concerned, as mutually agreed upon, but preferably by the State of recruitment. As soon as transportation needs can be determined, adequate plans should be developed, and should include:

1. Notice to workers of date, place, and time of departure.
2. Advising workers of plans for transportation from homes to point of entrainment, assembly points, et cetera.
3. Adequate provisions for medical care.
4. Arrangement for feeding, shelter, et cetera, of workers at railhead.
5. Plans for transporting workers from railhead to their homes upon return from areas of employment.

B. Transportation Between States: Transportation of workers between States can be provided either by State of need or State of recruitment as mutually agreed upon. In cases where State regulations do not permit making satisfactory arrangements with railroads and other public carriers, the responsibility for transportation may be assumed by the Federal Extension Service. This will be done either by the personnel of the Federal Extension office or State farm labor employee(s) appointed as cooperative agent(s) and authorized to issue Government transportation requests and incur other Federal expense. The agency performing the various functions will bear the costs involved.

1. Transportation Facilities: Arrangements for the transportation of workers may be made with any public transportation company when groups of less than 25 workers are involved. Such transportation can usually be arranged on regular transportation schedules. When groups larger than 25 are transported by rail, arrangements will have to be made for special transportation equipment, and a labor symbol must be obtained from the American Association of Railroads. Therefore, as soon as entrainment points and dates of departure have been determined the Extension Service responsible for transportation will telegraph, at least 72 hours in advance of time of departure, the order for railroad equipment to the Federal Extension office giving the details of the movement with respect to the number of workers, their origin, date of departure, destination, and whether carrier should provide meals while en route. This information will be furnished to the American Association of Railroads, and the Extension Service concerned will be advised as soon as a routing and a labor symbol have been assigned. When the routing covering a particular movement has been assigned, the State Extension Service concerned will then consult with the originating carrier in order to determine details regarding the schedule and feeding

en route. Any changes in the requirements included in the original request must be submitted at least 48 hours in advance of time of departure. Railroads should not be requested to make specific arrangements prior to assignment of a labor symbol and route.

2. Escorts: Provision shall be made for escorts and assistants to accompany each group of workers being transported. They may be selected from either State concerned and when responsibilities for transportation are carried out by the Federal Extension Service this office will arrange for the escorts required. The suggested numbers of escorts are:

- a. For 25 to 100 workers, one escort.
- b. For 100 to 250 workers, one escort and one assistant.
- c. For larger movements, one additional assistant for each 250 workers.

(1) Responsibilities of Escorts: Escorts will be responsible for:

- (a) Looking after general welfare of workers while en route.
- (b) Preparing an accurate list of all workers being transported, by name, address, county of origin, and destination.
- (c) Carrying out feeding arrangements, including purchase of additional meals, if necessary.
- (d) Providing adequate medical care.
- (e) Maintaining order and appropriate conduct among workers while en route.
- (f) Notifying State of need of number of workers and hour of arrival.

3. Subsistence: Arrangements for subsistence of workers while en route should be made by the State responsible for transportation. Payment for meals furnished by the carriers will be made on presentation of the bill. Type of meals to be provided will be agreed upon by the initial carrier and the State extension service concerned. If apparently necessary meals or lunches are arranged for by the carrier and are not consumed as a result of action or omission of the State extension service, the cost of such unconsumed meals less salvage will be paid for by the State extension service upon presentation of bills. Food required but not arranged for as here outlined should be purchased under procedures required by the respective State concerned.

4. Medical Care: Adequate medical care shall be provided to workers while en route to and from States of employment. Large movements and especially those involving women and children should be accompanied by a nurse. Arrangements for providing adequate medical care can be made by the State concerned through its own channels, by hiring of private nurses or in other ways. If the State extension service is contracting with the Agricultural Workers' Health and Medical Association these services may be included by slight revision of the contract. (See Agreement Form, Office of Labor Procedural Manual--Exhibit 802.5.) In emergencies, arrangements can be made with local doctors and hospitals for services needed. When a trained nurse does not accompany a group of workers

the escort or one of his assistants should be trained in first aid and should have available first-aid supplies, aspirin, et cetera.

X. Responsibility in State of Need

Upon arrival at destination points in State of need the escort will deliver the workers and an accurate list of all workers transported to the representative of the State extension service designated to receive the workers. Telegrams giving number of workers transported and date and time of arrival should be sent to the State director of extension in State of recruitment and to the Federal Extension office. While workers are in the area of employment the State of need will be responsible for placement, housing, feeding, medical care, and efficient use. Workers shall be placed (exception may be made in the case of VFV and WLA) only with those employers who have signed employment agreements (EFL Form 24) and who agree to submit the approved pay roll form. Adequate records will be kept of the placement of all workers, days worked, amount earned, and reasons for unemployment. Workers will be returned to points of entrainment in compliance with work agreements unless such agreements are extended by arrangement with the director of extension in the State of recruitment.

A. Pay Rolls: The State of need will keep accurate pay rolls (suggested weekly pay roll--EFL Form 25), which will show for each worker:

1. Employers.
2. Days Worked.
3. Days not worked and reasons.
4. Earnings.
5. Wage payments and dates.

Adequate pay rolls showing the foregoing information are needed to determine compliance with work and employment agreements and to provide reliable information for the settlement of claims. A master pay roll file for each worker should be maintained by the State of need.

B. Pay Roll Summary: At the end of the employment period a pay roll summary shall be prepared and sent to the extension service of the State of recruitment. This summary should show:

1. Names of workers, and for each worker--
 - a. Date employment began.
 - b. Date employment ended.
 - c. Total number of days worked.
 - d. Days not worked and reason.
 - e. Total amount earned.
 - f. Total amount paid

C. Extension of Work Agreement: If the employment of workers beyond the expiration date of the work agreement is necessary, the director of extension in the State of need will request approval of the director of extension in the State of recruitment for permission to extend work agreements. If approved, the county agent in the county where workers are employed will make contact with the workers whose agreements are expiring and execute the

extension of work agreement (form 26) in accordance with instructions from the State extension director. Three copies of the extension of work agreement (EFL Form 26) will be signed by the county agent and the worker. One copy will be given to the worker, and two copies will be sent to the State farm labor supervisor of State of need, who will send one copy to the State extension director in State of recruitment.

D. Termination of Work Agreements: In all cases where an interstate worker is to be returned to place of origin prior to the date shown in his work agreement regardless of the reason, the work agreement must be terminated formally by agreement between the State extension service and the worker. Termination of work agreement (EFL Form 27) will be executed by the county agent in county of need in an original and two copies. One copy will be given to the worker, and two copies will be sent to the State farm labor supervisor, State of need, who will send one copy to the State director of extension in State of recruitment.

XI. Checking Compliance

The State of need will be responsible for checking compliance with employment agreements. Before workers leave the area of employment the county agent shall determine that all conditions of work and employment agreements have been carried out and that all sums of money due have been paid. All claims should be settled promptly, preferably before the worker leaves the area of employment. Any unpaid claims or disagreement should be reported immediately to the State farm labor supervisor in State of need.

XII. Return of Workers to State of Recruitment

Arrangements for return of workers from State of need to State of recruitment will be the same as outlined in section IX-B. The same effort and planning should be put forth to insure the safe and satisfactory return of workers to their homes as in the movement of workers to area of need. Every effort should be made to return all workers who have complied with the conditions of the work agreement by the date indicated thereon.

A. Return Transportation Release: When it has been determined that a worker does not wish to be, or for other reasons is not, returned to point of origin at Government expense as agreed upon in a work agreement a return transportation release form (EFL Form 28) shall be executed in triplicate by the extension director and the worker. One copy will be retained by the worker, and two copies will be sent to the State farm labor supervisor in State of need who will transmit one copy to the State extension director in the State of recruitment. If a worker disappears while employed in area of need and cannot be located on return date or for other reasons does not sign a return transportation release, an appropriate statement should be prepared and made a part of his file. Indicate briefly the circumstances and reasons why return transportation is not being furnished.

XIII. Funds: Procedure for requesting allocation of section 3 funds to cover costs of movement and utilization of interstate workers is outlined in Meredith C. Wilson's circular letter dated March 31, 1945, to State directors of extension.